

Statement

**Lieutenant General Raymond T. Odierno, USA
Assistant to the Chairman, Joint Chiefs of Staff**

**Before the
Commission on National Guard and Reserves**

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Lieutenant General Raymond T. Odierno grew up in northern New Jersey, attended the United States Military Academy at West Point, and graduated in June 1976 with a Bachelor of Science Degree. Later, General Odierno attended North Carolina State University and the Naval War College, receiving Masters degrees in Nuclear Effects Engineering and National Security and Strategy, respectively. General Odierno is also a graduate of the Army War College.

General Odierno's initial tours took him to United States Army Europe and Seventh Army, Germany where he served as Platoon leader and Survey Officer of the 1st Battalion, 41st Field Artillery, 56th Field Artillery Brigade as well as Aide-de-Camp to the Brigade's Commanding General. Following completion of the Artillery Officer Advance Course, General Odierno was assigned to the XVIII Airborne Corps Artillery at Fort Bragg, North Carolina where he commanded Service Battery, Alpha Battery, and served as Battalion S3 in the 1st Battalion, 73rd Field Artillery. Additionally, during Operation Desert Shield/Desert Storm, General Odierno served as the Executive Officer first for the 2nd Battalion, 3rd Field Artillery and later the Division Artillery, 3rd Armored Division.

General Odierno went on to command 2nd Battalion, 8th Field Artillery, 7th Infantry Division followed by command of the Division Artillery, 1st Cavalry Division. Significant staff duties include Arms Control Officer, Office of the Secretary of Defense; Chief of Staff, V Corps, United States Army Europe; Assistant Division Commander (Support), 1st Armored Division; Deputy Commanding General, TASK FORCE HAWK, Albania; and Director, Force Management, Office of the Deputy Chief of Staff for Operations and Plans, United States Army, Washington D.C.

Most recently General Odierno was assigned to Fort Hood, Texas as the Commanding General of 4th Infantry Division (Mechanized) from October 2001 to June 2004 during which he deployed the division to OPERATION IRAQI FREEDOM from March 2003 to April 2004. He assumed his current assignment as Assistant to the Chairman of the Joint Chiefs of Staff on 3 November 2004, and on 16 February 2006 was confirmed by the United States Senate to become the next Commanding General of III Corps and Fort Hood, Texas.

Lieutenant General Odierno's awards include the Army Distinguished Service Medal, Defense Superior Service Medal, Legion of Merit (with five oak leaf clusters), Bronze Star Medal, Defense Meritorious Service Medal, Meritorious Service Medal (with three oak leaf clusters), Army Commendation Medal, and the Army Achievement Medal.

INTRODUCTION

Chairman Punaro and members of the commission, thank you for the opportunity to speak to you today as you deliberate on how we organize, train, equip, compensate and employ the reserve forces of the United States. The commission has a critical charter and I am honored to share some thoughts with you today on the current and future roles and missions for the National Guard and Reserves.

Today we have just over two and one half million men and women in our Armed Forces defending freedom for almost 300 million Americans. They are organized in a mix of both active and reserve components, deployed and stationed across the entire globe, and they are all volunteers. Due in large measure to the dedicated and patriotic sacrifices of our Nation's service members, we continue to enjoy our way of life. I want to thank them and their families, and for our reserve components, their employers, for all they have done and continue to do to maintain our freedom.

As the esteemed members of the commission fully realize, we are in a Long War. Like previous wars, we have and must continue to rely on the reserve components to prosecute and win this war. The nature of 21st century warfare has drastically changed. It is more about determination and perception than territory and enemies killed. Intelligence, precision, and speed are vital. Information is as critical as ammunition. Cultural understanding and situational awareness are more important than ever. Our enemy intends to destroy our way of life and impose their radical ideology across the entire world. They seek to achieve their goals not by defeating us militarily, but by targeting our unity and will. They are a patient foe and intend to destroy the resolve of the American people.

The enemy is vulnerable. Al Qa'ida has been weakened and isolated. Militarily, our forces are winning every fight. We have seen repressive regimes replaced with nascent democracies, and democratic reforms initiated in many other nations. The Total Force has facilitated these successes. The men and women of our National Guard and Reserves are, and must continue, playing a pivotal role in the Long War.

We have experienced some success, but much more work remains. To defeat our enemies and protect our Nation, we must simultaneously prevail in the War on Terrorism and prepare for the future. As we change while in conflict and take advantage of the momentum we are having in the Long War, it is imperative that we examine and assess old Cold War paradigms; one of these is the roles and missions of our reserve component.

ROLES AND MISSIONS OF THE RESERVE COMPONENTS

As stated in the National Military Strategy (2004), warfighting “requires the integration of our Active and Reserve Components and our civilian work force to create a seamless total force that can meet future challenges.” We continue to view the total force and build our management practices around that principal. Our force management policies help define the right mix of active and reserve component forces and ensure a proper balance of capabilities. Simply stated, we rely on our reserve components as an integral part of the total force now more than ever and we are committed to exploring innovation and change to sustain the health of our reserve forces for the Long War.

Under the 2006 Quadrennial Defense Review (QDR) we identified the need for an accessible, ready and responsive operational reserve. The QDR focused on

capabilities, not defined as specific platforms or assets, but as the ability to achieve desired operational effects in battle space. The challenges we face in today's strategic environment necessitate that our reserve components be employed operationally. Although traditional warfare predicated on mass and high intensity conflict is still possible, more likely threats exist. These include asymmetric tactics and techniques intended to cause disruption like those being practiced in Iraq and Afghanistan. A more grave threat includes continued attempts to acquire weapons of mass destruction to trigger widespread catastrophic effects causing severe economical and political turmoil. Thirdly, we must be ready to respond to natural disasters, further broadening the spectrum of challenges we face. With over 40% of the Total Force in the Reserve Components and the nature of today's complex geo-political environment, the markers are clear for maintaining a viable operational reserve.

Many of our units have been performing an operational reserve mission for many years such as the Air Reserve Component's role in Operations Northern and Southern Watch. Although still being studied and not set in doctrine, current terminology defines an operational reserve as a trained, predominantly part-time force, a portion of which is mission-tasked and engaged at all times. This force, a part of which is designed, structured, missioned, and resourced to conduct operational missions on a continuous basis, assumes full-time roles and functions. The remainder of the force is readily available to be placed on active duty to conduct operational missions as needed.

The reserve component – the National Guard and Reserves – must be ready on relatively short notice for wartime deployments or to react immediately to State and Homeland Security missions. The Guard and Reserve can no longer be viewed solely

as a strategic reserve with months to prepare their personnel and equipment for deployment. A fully manned, trained and equipped Guard and Reserve are a necessary part of the nation's day-to-day operational force, as well as providing surge capability when needed. Our challenge will be to ensure resources – training, equipment and benefits – are provided to the reserve component in our budgetary and programmatic processes to meet these enhanced expectations and responsibilities.

To sustain an operational reserve we must ensure predictable service for our reserve component members, families and their civilian employers. We must not forget that the Reserve component remains a reserve force and that their training, mobilization, deployment, and demobilization timelines must be carefully managed and allow for a long-term, sustainable schedule. An experienced operational reserve, properly resourced and trained, can still fulfill the strategic role expected during the Cold War through current mobilization legislation.

The Department of Defense envisions a more focused reliance on the National Guard and Reserves in the homeland defense and civil support missions of the Defense Strategy. Better focused use of reserve component competencies for homeland defense and defense support to civil authorities (DSCA) will require changes to authorities to improve access to Guard and reserve consequence management capabilities. For example, a revision of the Presidential Reserve Call-Up authority to include service reserves is needed. The reserves are currently prohibited from providing DSCA under this authority.

DEVELOPING THE RIGHT MIX OF CAPABILITIES

As part of our ongoing transformation, the department is committed to balancing its capabilities within and across the Active, Guard and Reserve components. The Services have already rebalanced approximately 70,000 positions within or between the active and reserve components. We plan to rebalance an additional 55,000 military personnel by the end of the decade and also continue converting selected military positions to civilian billets. This revised Total Force structure will provide us with greater combat capability, and leverage the complementary strengths of our Active, Reserve, and Civilian workforces.

Each service is responsible to provide forces to the combatant commanders and they are in the best position to determine the proper mix of capabilities within their service. Their assessment of this mix has changed as a result of this long asymmetrical war and will be further reviewed in light of the QDR. However, current force management processes fail to synchronize the effects of individual service rebalancing efforts. A joint rebalancing review process is necessary to ensure ends, ways and means are in balance and synchronized across the full spectrum of the defense strategy.

The Army is growing and balancing capabilities among its active, Guard, and reserve components as part of the Army Force Generation (ARFORGEN) process. Its purpose is to provide regional combatant commanders and civil authorities rapidly deployable and employable Army forces on a sustained basis, task organized in force and capabilities packages tailored to specific mission requirements, and with a sustainable campaign capability and depth throughout the force, both active and

reserve component. The Army Modular Force provides standardized, inter-changeable, modular units to support Army Force Generation where Soldiers in a unit are stabilized at the start of the operational readiness cycle and train, deploy, and fight together as a cohesive team. Both active and reserve component units will increase readiness over time, moving through the reset/train, ready, and available force pools. This operational readiness cycle leverages modular designs to deploy units in more predictable patterns. The future goal is to achieve one operational deployment in three years for active forces, and one deployment in six years for reserve forces. However, the Army retains the capability to surge combat power from the ready force pool to meet strategic requirements for contingency operations.

In terms of National Guard Brigades, the Army will remain at 106 total brigades, 28 of whom will be fully manned, resourced, trained, and equipped brigade combat teams. Although the Guard currently has 34 combat brigades, only 15 of them are “enhanced”, meaning they have more of their equipment and are manned and trained at a higher level than the other brigades. The new force structure plan is not reducing the number of combat brigades – it is building wholeness up to 28 combat brigades rather than the 15 “enhanced” brigades today. Army Force Generation will ensure that National Guard units have the required equipment to conduct military support to civil authorities, homeland defense, and homeland security operations.

While maintaining its end strength of both the Guard and the Reserve, the Army is rebalancing to have the right mix of units and capabilities across its total force. Over the course of the last several years, we have found that we had too many types of units such as military police, mortuary affairs, and water purification units in the reserve

component, and that we need more of these capabilities in the active component.

Likewise, we have found that some capabilities in the active Army can be transferred to the Army Reserve or Guard.

Similarly, the Air Force is also posturing itself for more effective and efficient use by the Combatant Commanders through the creation of the Aerospace Expeditionary Force (AEF). Through fiscal year 2011, the active Air Force end strength will decrease from 357,400 to 315,000, a 12% reduction. Much smaller reductions are proposed for the Air National Guard and Air Force Reserve. The AEF concept opens large numbers of opportunities for the Total Force, and in fact, could not operate without the significant participation of the Guard and Reserve, almost entirely on a volunteer mobilization basis. The AEF provides predictability and is the Air Force methodology for organizing, training, equipping, and sustaining rapidly responsive air and space forces to meet defense strategy requirements. Several positive results of the AEF construct are apparent. First, it decreases the historical distinctions between the active and reserve forces. Guard and reserve forces airmen deploy alongside active airmen. Second, all components – active, Guard, and Reserve – are engaged daily to meet Combatant Commander requirements. Third, unlike the Cold War years when significant portions of the active force were based overseas, most airmen will now be based within the United States and deploy to the fight together. The AEF allows the Air Force to decrease ad hoc events and improve planning and predictability. This predictability can be leveraged through increased volunteerism, better force planning, and a rebalancing of the Air Reserve Component where necessary and sensible.

Although to a lesser degree, the Navy and the Marine Corps are also working to optimize the employment of reserve component forces. The Navy's One Force concept uses experienced Navy Reservists to augment the active force with the right mix of skills at the right time to meet mission demands. For example, the Navy directly integrates Fleet Replacement Units (FRU) with active component units. Of note, over 38% of Construction battalion (Seabees) personnel deployed to Iraq are reservists. For the Marine Corps Reserve, this year marks the fourth consecutive year that they have augmented and reinforced the active Marine component in support of the Global War on Terror. Thanks to strong Congressional support, the Marine Corps has staffed, trained and equipped its Reserve to respond to crises around the world.

RESERVE COMPONENT MOBILIZATION

Current mobilization laws were written in the 1950s for small scale limited operations or large-scale full mobilization, vice today's protracted conflicts. Mobilization encompasses the activation of reserve components, the readying of those forces for war or their intended mission, and returning those forces upon completion of the mission. The first Gulf War followed by the contingency operations of the 1990s, in places like Somalia, Haiti, Bosnia, and Kosovo, changed the nature of the reserve components, their usage, service expectations, and member expectations. This continued employment of the reserve components, along with the reduction of the total force, both active and reserve component, led to increased reliance on the reserve component. In the last decade and a half we have mobilized more members of the National Guard and reserves than in the 45 years since the end of World War II. While

the Department of Defense has undertaken many mobilization reforms, there are areas we can continue to work.

Volunteers. While we continue to maximize the use of volunteers, creating new type units may be a way of tailoring service for those who choose to commit to serving more. Developing additional “select reserve” units to train more intensively and be available for shorter notice for mobilization would require a change in the current statutory limit on annual training. We must also seek changes to allow reserve volunteers to serve for extended periods on major headquarters staff, such as individual augmentees serving in joint task force billets.

Reserve Component Pay and Duty Status. Separate active and reserve pay systems result in pay and benefits disconnects upon mobilization, extension, demobilization, and transition between voluntary and involuntary service. The numerous duty status categories need to be simplified into two: active duty and inactive duty.

Care And Support Of The Wounded. Reserve component demographics complicate care and support of service members wounded in action. Current guidelines can leave reserve component wounded separated from families for long rehabilitation periods, placing stress on family and support systems. Judicious use of available TRICARE benefits could alleviate this stress and significantly improve the quality of life of our service members.

Employer Support. We recognize that every guardsman and reservist requires the support of his or her civilian employer in order to serve the nation. These employers, specifically small business, are bearing the burden of the shift to an

operational reserve. We need to further explore the needs of employers to continue their crucial support in sustaining our all-volunteer force.

CONCLUSION

During this transition to an operational reserve, we must continue to remain faithful to the "citizen soldier". While our nation has increased its reliance on the reserve component, its citizen soldiers have stepped up to the challenge. We've transitioned from an era when the reserve component was scarcely used, to today when nearly half a million National Guardsmen and Reservists have served in Operation Noble Eagle, Operation Enduring Freedom and Operation Iraqi Freedom. Simply stated, we couldn't do it without them. The citizen soldier, sailor, airman and marine, their families and their employers have made and continue to make tremendous sacrifices for our nation. We must remain faithful to them.

Thank you for the opportunity to appear before you today and discuss how to proceed in making our part-time force, an integral part of our total force, even better.